

The Seven Key Street Corners for At Risk Families in San Francisco

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Human Services Agency

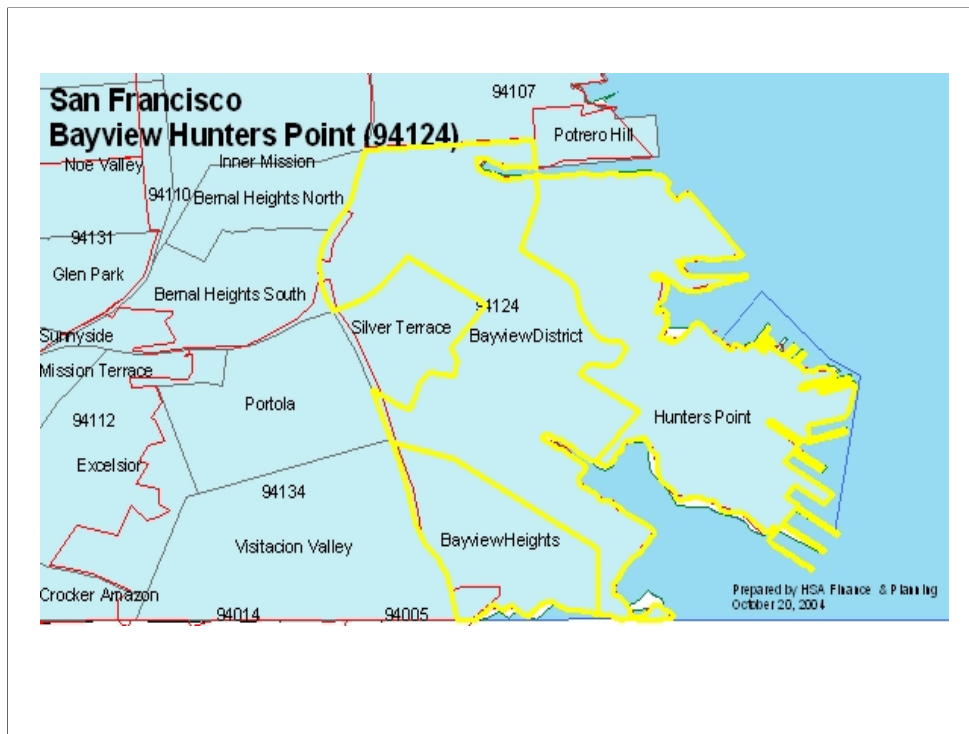
- The idea of “seven street corners” idea came from a series of developments – a 2004 study of the disproportion of African Americans in foster care, the System of Care database gelled, and the DHS Planning Unit became better at mapping information.
- The seven street corners concept is not meant to point fingers at bad neighborhoods; it is meant to be a framework for prevention. The city and county spends millions of dollars on a small number of children and families, but the services are disconnected. Looking at where these families live allows us to invest more strategically and to address the environments that produce troubled families, not just try to respond on a child-by-child basis.

San Francisco Families

- ❖ Lowest proportion of children in the nation – only 14.5% of city residents are under 18
- ❖ The city lost over 45% of its African American children under five during the 1990's
- ❖ Thirteen percent of all African American children in San Francisco live in foster care
- ❖ Distillation of families with multiple needs

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1. In a typical city, about one third of the residents are under the age of 18. **In San Francisco, it's just 14.5%. By comparison, Manhattan's children's population is over 18% and going up, while ours is going down.** The flight of families was across all ethnic groups, but tended to be concentrated among families with young children who had not yet entered school. For example, San Francisco has 39% fewer white children under the age of five than ten years ago. Among African Americans, however, the drop in children was the highest and was across children's age categories.
2. The **demographics of families in the Southeast is rapidly changing.** Today only 15% of the children in Visitacion Valley are African American; only half of those in the Bayview Hunters Point district. Asian and Latino families grabbing up the last affordable housing in the city and shifting from Sunset to Southeast.
3. Many of the African American families that remained are the most vulnerable. When thinking about the flight of families, it is important to remember all of the **aunts and uncles and neighbors who were informal supports to these families.** The result is that the most vulnerable families are more isolated.



- Statistics tend to objectify people. Important to understand human context.
- Historical context to why those specific neighborhoods. Throughout history, see that **low income groups compete for scarce resources – housing and jobs**. In San Francisco, **African Americans and Asians** competed from the beginning for housing, jobs, and political influence. Prior to WWII, Asians largely outnumbered African Americans. In the rest of California, the pattern is often between African Americans and Latinos.
- Why the Bayview an African American enclave? History of AA's in SF.
- White **labor unions** controlled access to good-paying jobs;
- LA and Seattle** had weaker unions and larger African American communities; **Oakland** had a railroad terminus, and the railroad hired lots of African Americans, and with a core of working people, small businesses began.
- But West Coast leadership was in San Francisco, with a number of newspapers.
- In 1860's African Americans lobbied hard to build the **railroad**, but instead companies recruited new laborers from China, and Asians quickly outnumbered African Americans.
- On eve of WWII, only 5,000 African Americans in SF – living dispersed. **Many lived in Chinatown.**



- During WWII, over 27,000 African Americans came to San Francisco. Most from ARK, TX, LA, and Oklahoma. **These were rural folks.**
- Shipyards went from employing 500 African Americans to 15,000, overnight.
- Photo from Labor Archives now up at client entrance at 170 Otis – reminds us that the **greater number of migrants were women.** Many men in the service.
- Chronicle job ads of the day divided into men and women. Here were good paying jobs that women could apply for.
- African Americans became the **largest non-white group** in San Francisco, surpassing Asians. **Went from being 15% of non-white population to being over half in just a couple of years.**



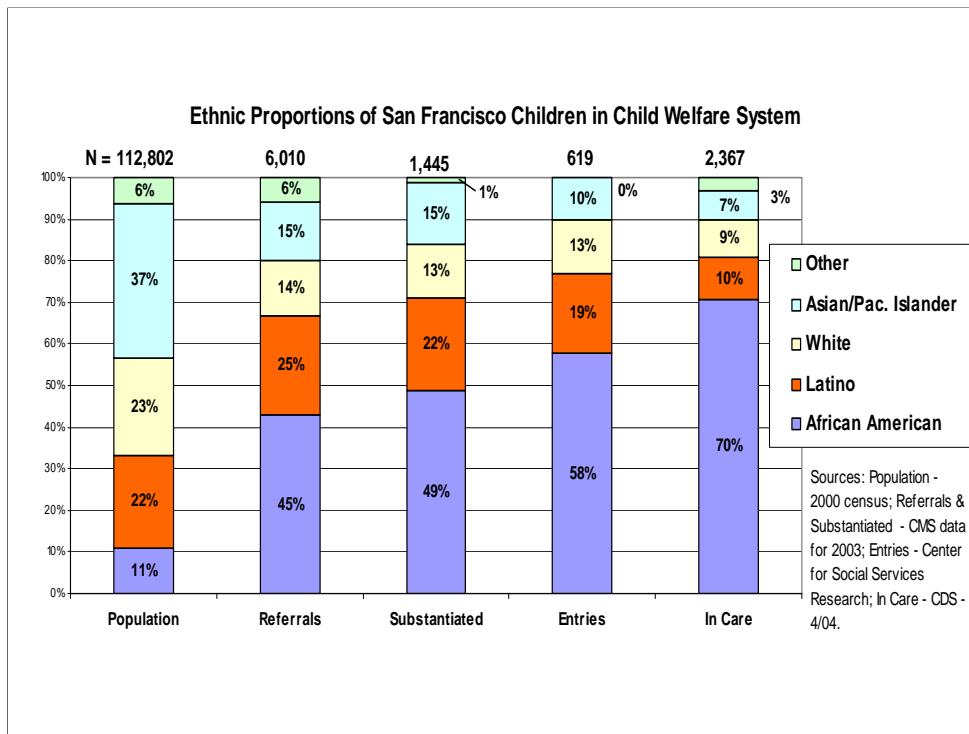
- SF always diverse, but influx of African Americans **brought racism out of the closet.**
- By **covenants and lease restrictions**, African Americans were confined to three census tracts in the City. Largest was in Fillmore.
- African Americans were moved into housing that was taken from Japanese American Families who were sent to internment camps at Tanforan.
- Housing was run down, overcrowded, crawling with rats. Survey found that **10-15 people were often crowded into single rooms with one window.** African Americans were **paying more for wretched housing** than decent housing cost more than elsewhere in the city – supply and demand.
- When **housing situation threatened to slow down ship building**, pressure was placed on the Housing Authority. Built **eleven major housing projects.**
- In 1942, **5,500 new units of housing went up quickly in BVHP, and district became the city's most integrated, with 1 in 3 residents being African American.**
- Only other project African Americans allowed in was Westside Courts in Western Addition.** Were not accepted in Portrero Hill, Sunnydale, Valencia Gardens, Holly Courts.
- HA Commissioner, **Alice Griffith**, resigned in protest, and eventually projects were integrated.



- Other major job sector opened up was **city employment**.
- Photo in Distribution office at 1235.
- 23 years old, Audley Cole came from Pittsburgh PA where city employment was already integrated.
- In 1942 he passed civil service exam and qualified as Muni motorman.
- No whites would train him. 14 suspended until one finally did, and he was beaten up for his effort.**
- Within two years, **700 platform operators, 64 conductors (Maya Angelou) and 32 motormen.**
- Wife, **Josephine Cole**, became city's first African American SFUSD school teacher in 1944.

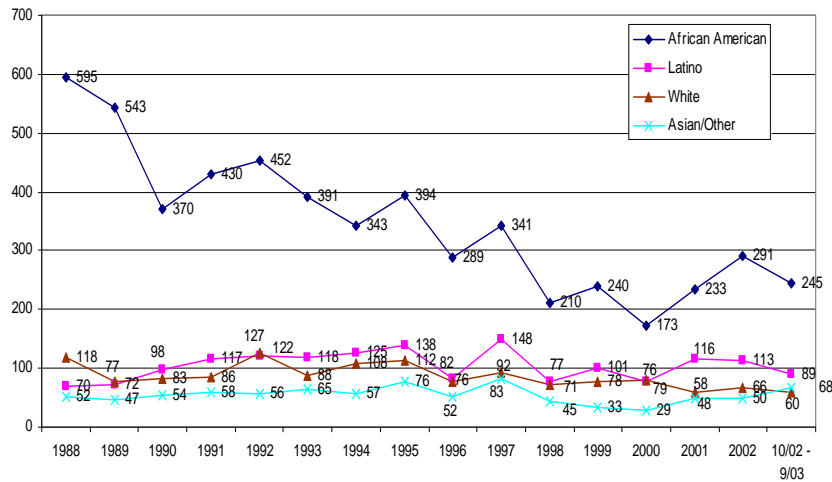


- By end of WWI, over 40,000 African Americans living in SF
- Because other employment sectors had not integrated, the closing of shipyards was catastrophic.**
- Shipyards scaled way back. Kaiser shipyards went from employing 46,000 to just 9,000 in space of a year. City employment also downsized.
- Just two years after the war, unemployment rate for African Americans unemployment rate was 30%
- Unemployment rate for African American women six time higher than the statewide average.
- Most of jobs that were available were in service sector and low paying.
- Where did unemployed people live but in the housing projects. Set up those projects as pockets of long-term disadvantage and poverty.
- Set the stage for civil rights struggle in SF. Struggle to integrate housing and other employment sectors. New generation of African American leaders – Raymond J. Reynolds, first African American deputy district attorney, to lead civil rights struggle (Pat Reynold’s father).



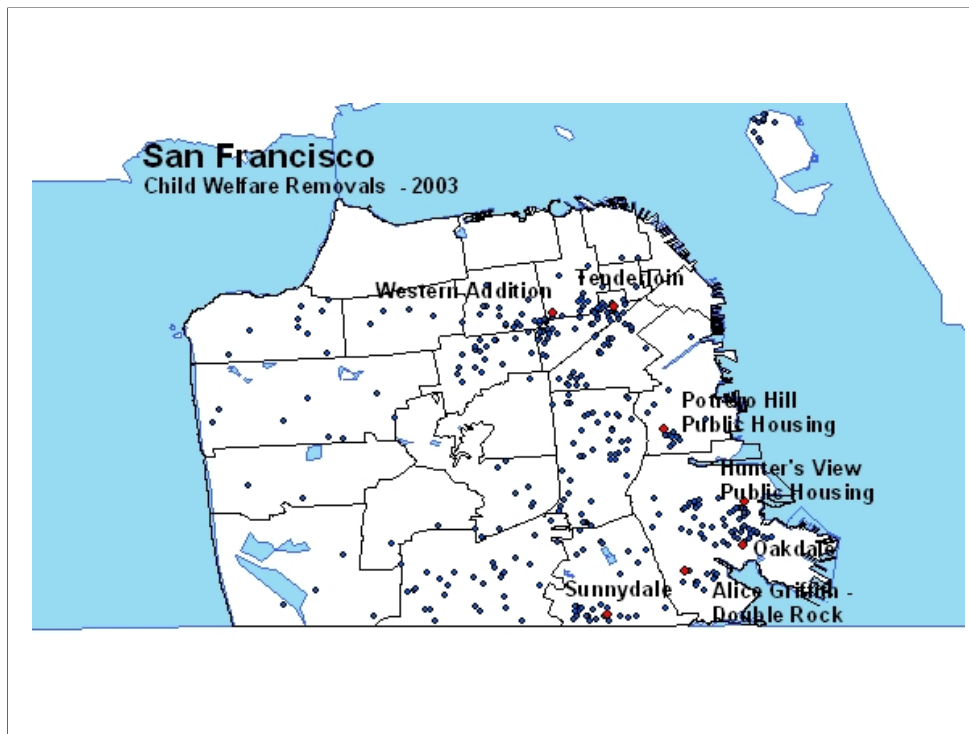
1. This chart shows that African Americans are only 11% of the children's population in the city, but form 70% of the children in foster care.
2. At every step of the child welfare process, the disproportion of African American families increases. They are **more likely to be reporting for child maltreatment, to have their reports substantiated, to be removed from their families, and to remain in foster care.**
3. African Americans are disproportionate in child welfare and other systems statewide. African American children in San Francisco are almost three and a half times more likely to be in foster care than African American children statewide.
4. **Nearly 14% of all African American children in San Francisco live in foster care.**

First Entries Into Foster Care by Ethnicity, 1988 - Sept., 2003



Source: UC Berkeley, Center for Social Services Research

1. Some of the disproportion can be traced to the Department’s policies during the crack cocaine epidemic of the late 1980’s. *At that time, the Department of Human Services removed babies who were born with drugs in their system. Since African American mothers were more likely to deliver their babies at San Francisco General Hospital, where they were screened for drugs, many more African American babies were removed from their families. These children have grown up in care and are aging-out of the foster care system over the next few years.*
 - ❖ Since the 1980’s, the Department worked very hard to not remove children and to keep families together. It opened several family resource centers, located an office in the Bayview Hunters Point district, emphasized family support services, deployed substance abuse specialists to help parents get into treatment. These efforts helped bring down the number of African American children entering care, as is shown in the chart.
 - ❖ **Beginning in 2000, however, the number of African American children entering care for the first time began to climb again, reflecting stresses in the broader community, including the economic slowdown and escalating cost of housing. PROMPTING THE DISPROPORTIONALITY STUDY**



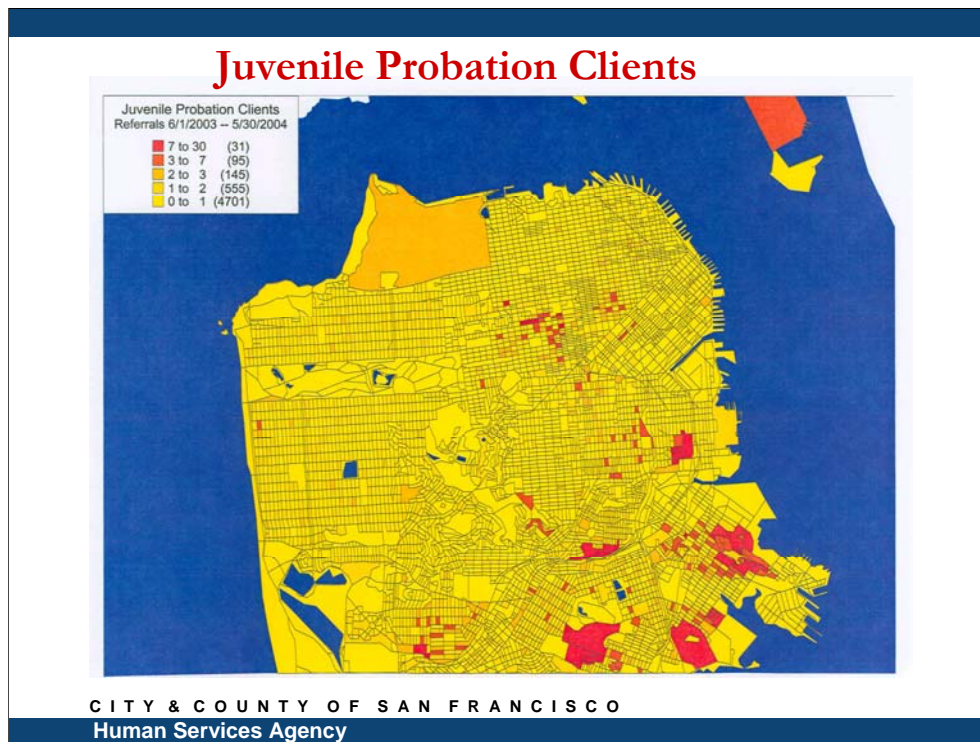
1. This map shows where children lived who were removed from their families in 2003 because of child maltreatment.
2. The addresses fall into clear clusters. Since this is a satellite view, some dots are on top of each other.
3. In fact, the majority of children who were removed from their families lived within walking distance of one of seven street corners.
4. All but one of the street corners is adjacent to public housing.

Children's Mental Health Clients



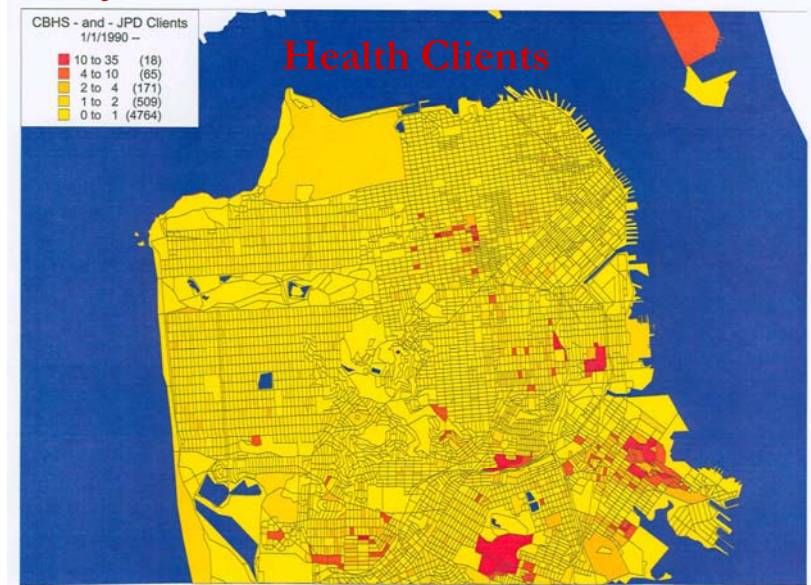
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1. This map shows where children receiving mental health services in 2003 lived.
2. Because it is a census tract map, the locations look more diffuse. For example, the tract for the Sunnyside housing development also ropes in a part of McClaren park.
3. School district – inventory of IEPs for children in foster care found that about 40% of all children whose qualifying condition for special education services is severe emotional disturbance are foster children.



1. This map shows where children receiving juvenile probation services in 2003 lived.
2. There are some differences from the child welfare trends - the Mission district is a little more prominent -- but the map shows that most at-risk families are living in circumscribed, identifiable neighborhoods.
3. **The total number of at-risk families is very small.** For example, the largest segment of youth who are arrested and placed in juvenile detention is African American boys between the ages of 15 and 17. **A little over 500 African American boys in this age group were detained in 2003.** According to 2000 census, the total number of African American boys between the ages of 15 and 17 who are living in San Francisco is just 1,092.
4. **A nexus of issues - what begins with child abuse and neglect at home often ends with violence in the community.** *A recent data match revealed that 60% of young African American male homicide victims in San Francisco had been served by the child welfare system.*

Shared Juvenile Probation and Children's Mental



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1. This map shows where children lived who were receiving both mental health and juvenile probation services.
2. A small number of families are consuming the majority of services across systems. **The problems that the separate service systems address are interconnected.** For example, **just 126 youth who were detained in 2003-04 used more than half of all Juvenile Probation bed days.** Of those youth, **80% were also involved in the children's mental health system.** Thirty percent had been in foster care at some point, and many more had been the subjects of child abuse reports.
3. In children's mental health system, **just 10% of the children (480) used 55% of the services, accounting for \$16.5 million dollars in public costs.** Among this group, 40% had been in foster care, with many more having been victims of child abuse and recipients of services at home.
4. **Among the children who use the most services are many siblings, meaning that an even smaller number of families are consuming the majority of resources.**

Middlepoint and Westpoint –
Hunter's View Public Housing



1. The seven key street-corners for high risk families are shown in the following slides.
2. All but one of the street-corners is adjacent to public housing.

Oakdale and Griffith - Oakdale Public Housing

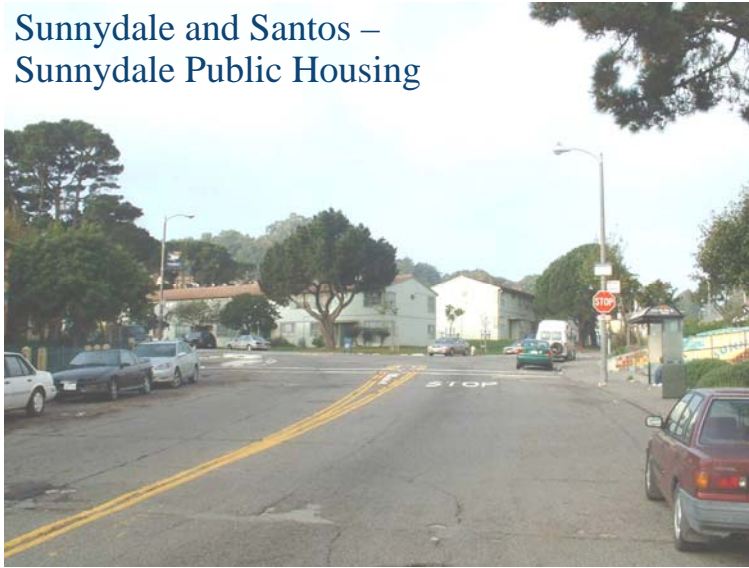


Fitzgerald and Griffith – Alice Griffith
Public Housing



1. Three of the seven street-corners are in the Bayview Hunters Point district. 76.5% of the households in the Bayview are family households, compared to just 44% citywide.

Sunnydale and Santos –
Sunnydale Public Housing



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Connecticut and 25th – Portrero Hill Public
Housing



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Golden Gate and Laguna – Western
Addition



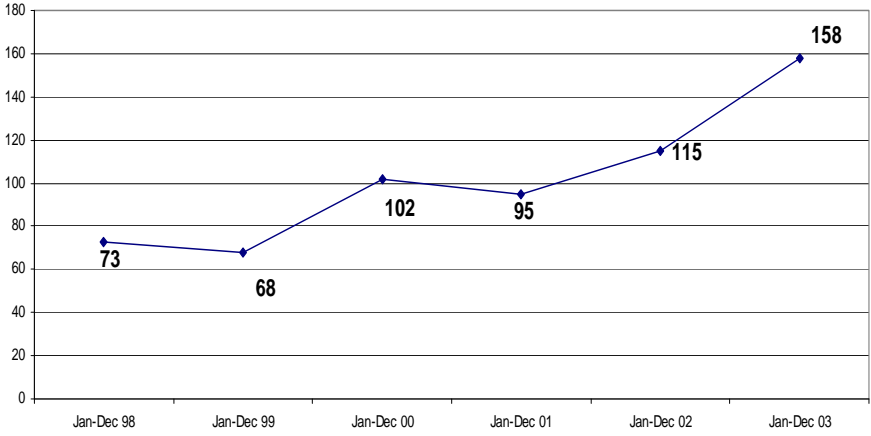
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Eddy and Jones



1. The Tenderloin is now attracting the lowest-income families because it has more affordable housing in the single room occupancy hotels and because it is the site of homeless family services.
2. According to the staff of the Glide Family Resource Center, a number of African American families from the southeast are coming to the Tenderloin to get away from the community violence.
3. The Tenderloin is a very difficult neighborhood for families. Only 24% of the households are family households. Children are living in small apartments with no kitchen and bathroom facilities down the hall. Many sex offenders are placed in Tenderloin SRO's on parole release.

**Child Abuse Reports for African American Families
in Tenderloin, 1998-2003**



1. This chart shows the steady increase of child abuse reports for African American families in the Tenderloin.
2. Some of the most troubled African American families drift into the Tenderloin because they have been displaced from the southeast and have nowhere else to go.

Seven Key Street Corners

1. Middle Point Road and West Point (Hunter's View public housing)
2. Griffith and Oakdale (Oakdale public housing)
3. Fitzgerald and Griffith (Alice Griffith public housing)
4. Sunnydale and Santos (Sunnydale public housing)
5. Connecticut and 25th Street (Portrero Hill public housing)
6. Laguna and Golden Gate (Western Addition)
7. Eddy and Jones (SRO's, homeless family services)

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1. What begins with child abuse and neglect at home often ends with violence in the community. *A recent data match revealed that 60% of young African American male homicide victims in San Francisco had been served by the child welfare system.*
2. The seven street-corners provide a framework for organizing services and prevention efforts.
3. San Francisco already spends millions of dollars on what is a small number of families who are living in specific locations, but these investments are not synchronized.
4. By pinpointing its existing mental health, family support, public health, juvenile probation, economic development, and public safety resources, San Francisco can change the course of these neighborhoods dramatically.
5. In a short period of time, San Francisco may be able to shrink the number of African American children who are removed from their families, juveniles who are arrested, youth are involved in community violence, and young men who are murdered.

Third Street Light Rail



1. Neighborhoods a moving target. Will continue to be in flux
2. San Francisco already spends millions of dollars on what is a small number of families who are living in specific locations, but these investments are not synchronized. But doing it at the time of crisis. Investments are fragmented, not responding to needs at the time families need them.
3. The seven street-corners provide a framework for organizing services for the purpose of prevention.